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C O N F I D E N T I A L SECTION 01 OF 03 SARAJEVO 002174

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DEPARTMENT FOR EUR (DICARLO); EUR/SCE (HOH/FOOKS); NSC FOR
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SUBJECT: BOSNIA--HIREP ON MOSCOW TRIP, POLICE REFORM, AND
DAYTON IMPLEMENTATION

REF: A. SARAJEVO 1987

[1](#)B. SARAJEVO 2143

[1](#)C. SARAJEVO 2041

Classified By: Ambassador Charles English. Reasons 1.4(b) and (d).

[1](#)1. (C) SUMMARY: During an October 8 dinner for Quint Ambassadors and previewed in an earlier courtesy call with the Ambassador that day, OHR High Representative Miroslav Lajcak shared a read-out from his visit to Moscow, his plans for police reform, and ideas to promote Dayton-implementation. Lajcak said the Russians agreed to avoid public discussion of OHR closure during the October PIC. Instead OHR closure and regional issues involving Kosovo will be discussed off the record at the Political Directors' Dinner. Lajcak believes the Russians will not put up a tough fight at November UNSC discussions to extend EUFOR's mandate. Lajcak will continue pushing for the conclusion of an agreement meeting the 3 EU principles before the October 15 meeting of the EU General Affairs and External Relations Council (GAERC) and confidentially asked HDZ-BiH leader Dragan Covic (strictly protect) to circulate a compromise solution with other political leaders. Regardless of whether a deal on police reform is reached or not, Lajcak shared a series of steps he plans to take which will likely require the use of the Bonn Powers to ensure Dayton implementation. END SUMMARY

Russians and the October PIC in Sarajevo

[1](#)2. (C) During his three-day trip to Moscow, OHR High Representative Miroslav Lajcak met with Deputy Foreign Minister for Relations with European Countries Vladimir Titov and MFA Special Envoy for the Balkans Alesksandr Botsan-Kharchenko. Lajcak told Quint Ambassadors that the Russians agreed to avoid public discussions about OHR closure during the October PIC. The issue will be addressed off the record at the Political Director Dinner along with a discussion on Kosovo and will not be mentioned in the final communique. For the October PIC Lajcak plans to include the heads of the six governing parties along with the heads of government. He also wishes to invite all members of the Council of Ministers and not just the "self-assessed weak chairman Spiric" so that all can be called to task for the CoM's poor performance over the past year.

Russian Views of EUFOR Mandate

¶3. (C) Lajcak told Titov and Botsan-Kharchenko that he wants EUFOR to remain in Bosnia as long as OHR is present. His Russian interlocutors countered that EUFOR could not remain past the OHR closure. (Note: OHR's mandate is up for renewal in June and EUFOR's in November. End Note) However, Lajcak said the Russians are aware that EUFOR would need some time to fully dismantle and disengage from Bosnia. So even with their hope for a June 2008 OHR closure, Lajcak believes the Russians will not put up a tough fight over another renewal of the EUFOR mandate until November 2008. They told Lajcak that Russia supports the EU integration process but did not raise their views on Bosnia's joining NATO. (Note: Konstantin Shuvalov, Russian Ambassador to BiH previously told Lajcak that Russia strongly objects to Bosnia joining NATO. Ref A. End Note)

Russians feel unwelcome in the Federation

¶4. (C) Russian interlocutors asserted that they are not necessarily pro-Serb, but instead have a communications problem with the Bosniaks. They claim their concentration on economic relations and investment in the Republika Srpska was not intentional, but a function of their feeling unwelcome in the Federation. The Russians also raised a strong complaint about prospective weapons shipments to Georgia and Abkhazia, which they see as a serious problem.

Russians on Police Reform and Bonn Powers

¶5. (C) Lajcak reminded the Russians that they should support police reform as its successful conclusion is a condition for

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OHR closure. Russians told Lajcak that they support Lajcak's police reform proposal and urged Dodik to accept it, although they see the need for a compromise between the "situation on the ground and European conditions." They also asserted that they understand the need to use Bonn powers but only for Dayton Issues and not in support of the EU agenda.

OHR places hope for Police Reform deal on Covic

¶6. (C) Lajcak is continuing with a series of bilateral meetings with political party leaders in the hope of promoting an agreement on police reform before the October 15 meeting of the EU GAERC. (Ref B) Meanwhile, Lajcak has confidentially enlisted the assistance of HDZ-BiH President

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Dragan Covic to circulate a last minute compromise document in line with the 3 EU principles, containing elements of both Lajcak's protocol and the Silajdzic-Dodik proposal (strictly protect). Lajcak privately acknowledged to the Ambassador and his UK counterpart that OHR drafted the document, but will cast it to the public as a "Croat" paper that OHR deems acceptable. Lajcak will continue publicly to endorse the official OHR proposal, but is prepared to accept the "Croat" compromise as soon as it wins consensus endorsement. (Ref C) Lajcak will meet today (Tuesday) with SDA President Sulejman Tihic, SNSD Serb Member of the Presidency Nebojsa Radmanovic and HDZ-1990 President Bozo Ljubic and Wednesday with SBiH President Haris Silajdzic. Lajcak will not hold a bilateral meeting with Dodik. Ambassador will meet with Dodik on October 11 in Banja Luka and will raise police reform. Lajcak stressed that an acceptable police reform agreement would allow Bosnia to initial an SAA but that public broadcasting reform, full ICTY cooperation, and the adoption of police reform legislation by parliaments would be required to sign the SAA.

Dayton Implementation

¶7. (C) Although he has been concentrating on EU integration issues, Lajcak announced he intends to devote more attention to Dayton implementation. Regardless of whether a police reform deal is reached, Lajcak will go ahead with a weekly series of actions to remove obstacles to good governance and institution building (Ref C).

¶8. (C) On Friday, October 19 Lajcak plans to take the following two steps:
--Ask Parliament to amend the quorum rules for the state-level House of Representatives to prevent the delegates from one ethnic group from paralyzing legislative business via walkouts;
--Address the RS Law on Security Companies, which OHR lawyers believe is inconsistent with Dayton Annex 1A.

For the first step Lajcak will give Parliament 2-3 months to make the changes itself, if not he will use the Bonn Powers to impose the amendments. For the second step Lajcak did not specify whether he will annul the law outright or give the RS time to reconsider it.

¶9. (C) On Friday, October 26, Lajcak plans to take the following three steps:
--Establish a forum for party leaders from the 6 governing parties along with the state and entity prime ministers, requiring them to come together and map out laws required for EU partnership;
--Seek amendments to the Law on the Council of Ministers to require only one Minister (vice two) from each ethnic group to constitute a quorum on decision making;
--Introduce a law on state and ethnic symbols stipulating that wherever an entity symbol is displayed, the corresponding state symbol must be displayed with equal prominence.

Lajcak did not specify whether he would impose the second and third items outright or give the government time before using the Bonn Powers.

¶10. (C) Comment: Lajcak brought back some positive news from Moscow in so far as we can avoid public wrangling over a date for OHR closure, which would strengthen the resolve of RS

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parties to wait out the international community. We are unsure if Lajcak's sanguine assertion about a Moscow soft-line on EUFOR's extension at the UNSC will pan out, but would welcome the news. The new OHR-Covic proposal is a short document which does not provide much of a structure for future implementation. However, insofar as it is acceptable to OHR and Brussels, we will support the initiative so that Bosnia can initial an SAA. Successful police reform will also allow even Lajcak's planned use of the Bonn Powers to be in a positive atmosphere toward EU accession. We support OHR's decision to take concrete measures to implement Dayton, however we already notice a slight wavering in his resolve to use the Bonn Powers as compared to one month ago (Ref C) End Comment.

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